

# San Francisco Bay Conservation and Development Commission

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**TO:** All Design Review Board Members

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**SUBJECT: Treasure Island and Yerba Buena Island Redevelopment Project, City and County of San Francisco; Sixth Review**  
(For Board consideration on February 9, 2015)

## Project Summary

**Project Sponsors:** Treasure Island Community Development (TICD) and Treasure Island Development Authority (TIDA).

**Project Representatives:** Bob Beck, Treasure Island Director (TIDA); and on behalf of TICD: James Suh (TICD); Kevin Conger and Chris Guillard, CMG Landscape Architecture; Blake Sanborn, AECOM; and Dilip Trivedi, Moffatt and Nichols.

**Project Site.** Treasure Island and Yerba Buena Island (YBI) are located in the center of the San Francisco Bay within the City and County of San Francisco. The proposed Redevelopment Area Plan includes approximately 315 acres of land on Treasure Island and approximately 90 acres of land on Yerba Buena Island.

**Treasure Island.** From 1936 to 1939, the federal Works Progress Administration created Treasure Island for the 1939 Golden Gate International Exhibition using fill from the Bay and the Sacramento Delta. In 1941, the U.S. Navy took possession of the property and occupied the island for more than fifty years. Currently, 900 residential units and approximately 91 buildings for non-residential uses cover approximately 65 percent of Treasure Island, yet only a portion of the residences and buildings are usable. The U.S. Department of Labor Job Corps owns and occupies an approximately 36-acre site in the center of the island. The entire island has approximately 3.20 miles of shoreline, resulting in approximately 36 acres of land located within the Commission's 100-foot shoreline band jurisdiction. Pier One, located at the southeastern corner of the island includes an additional 2.60 acres of area within the Commission's jurisdiction and a total perimeter of approximately 2,000 feet in length.

**Yerba Buena Island.** Various private parties, the U.S. Army and the U.S. Navy have owned Yerba Buena Island since the 1840s. The U.S. Coast Guard owns and operates an approximately 35-acre parcel on the southeastern side of YBI, and the California Department of Transportation (Caltrans) owns an approximately 20-acre parcel that includes portions of the San Francisco-Oakland Bay Bridge and tunnel. On YBI there are currently 100 residential units and 10 non-residential buildings within the Redevelopment Plan Area. Not all of the buildings are habitable. Yerba Buena Island has very steep terrain with significant vegetation and habitat. The elevations of YBI range from sea level to approximately 340 feet above sea level at its peak. YBI has approximately 1.7 miles of shoreline and approximately 21 acres along the shoreline lie within the Commission's 100-foot shoreline band jurisdiction (excluding the Coast Guard shore outside the project area).

**Proposed Project.** The redevelopment of Treasure Island and Yerba Buena Island includes: 8,000 residential units; 450,000 square feet of retail space; up to 500-hotel rooms and a cultural center; a new ferry terminal and transit program; approximately 300 acres of new public park and open space; and an approximately 3-mile-long public shoreline trail around Treasure Island and also various trails on YBI. The project would redevelop both Treasure Island and Yerba Buena Island over four phases spanning 10 to 15 years.

There are five primary components to the redevelopment of Treasure Island and Yerba Buena Island, including: (1) residential; (2) open space and recreation; (3) transportation; (4) commercial and adaptive reuse; and (5) community and public facilities.

The Bay Trail would be extended from the eastern span of the Bay Bridge via connections on YBI to a multi-use path around the entire perimeter of Treasure Island. The proposed open space on Treasure Island, through which this multi-use path runs, has been divided into the following five areas: the Clipper Cove Promenade, the Cityside Waterfront Park, the Northern Shoreline Park, the Eastern Shoreline Park, and the Waterfront Plaza. The proposed open space on YBI would include a six-acre hilltop park, trails connecting from the hilltop park to the shore and Treasure Island, approximately 1.5 acres of beach access and extensive restoration of natural habitat.

**Prior Board Review.** The Board has reviewed the project on three occasions prior to circulation of the Environmental Impact Report (EIR). The first review, held on November 9, 2009, provided a project overview to the Board, while the second review, held on February 8, 2010, focused on the seismic stabilization of Treasure Island and how the project and proposed public access would adapt to sea level rise. The third review, held on June 6, 2011, focused on the proposed transit hub and ferry terminal, the revised pedestrian and bicycle network on Yerba Buena Island, and the proposed marina expansion.

Since the certification of the EIR, the project has returned to the Board on two previous occasions. On October 6, 2014, the project sponsors provided an updated project overview and the Board was asked to provide feedback on specific areas or aspects of the project that could be the focus of future Board meetings. Based on Board feedback, the December 8, 2014 meeting focused more specifically on the Phase 1 components of the project including the Clipper Cove Promenade and Cityside Waterfront Park open space areas.

On February 9, 2015, the Board will be provided more information on the Ferry Plaza and Ferry Shelter access on YBI and access at Clipper Cove Beach including water access from Clipper Cove beach.

**San Francisco Bay Plan Policies.** The *San Francisco Bay Plan* (Bay Plan) **Public Access** policies state that access should “be provided in and through every new development in the Bay or on the shoreline,” be designed—using the Commission’s *Public Access Design Guidelines*—“to encourage diverse Bay-related activities and movement to and along the shoreline,” be conveniently located near parking and public transit, “permit barrier free access for persons with disabilities to the maximum feasible extent...and include an ongoing maintenance program.” These policies state in part that “public access should be sited, designed and managed to prevent significant adverse effects on wildlife,” and that, “whenever public access to the Bay is provided as a condition of development, on fill or in the shoreline, the access should be permanently guaranteed.” These policies further state that, “Any public access provided as a condition of development should either be required to remain viable in the event of future sea level rise or flooding, or equivalent access consistent with the project should be provided nearby.”

The Bay Plan **Appearance, Design and Scenic Views** policies state, in part, that, “all bayfront development should be designed to enhance the pleasure of the user or viewer of the Bay” and that “maximum efforts should be made to provide, enhance, or preserve views of the Bay and shoreline, especially from public areas, from the Bay itself, and from the opposite shore.” These policies also state, in part, that “[s]horeline developments should be built in clusters, leaving open area around them to permit more frequent views of the Bay,” and, further, “towers, bridges or other structures near or over the Bay should be designed as landmarks that suggest the location of the waterfront when it is not visible especially in flat areas.”

The Bay Plan **Transportation** policies state in part that, “ferry terminals should be sited at locations that are near navigable channels...” and, wherever possible, “near higher density, mixed-use development served by public transit.” In addition, these policies state that shoreline projects and bridges over the Bay “should include pedestrian and bicycle paths that will either be a part of the Bay Trail or connect the Bay Trail with other regional and community trails.”

The Bay Plan **Recreation** policies state, in part, that, “ferry terminal configuration and operation should not disrupt continuous shoreline access.” Regarding new marinas, the recreation policies state that development, “should include public amenities, such as viewing areas, restrooms, public mooring docks or floats and moorages for transient recreational boaters, non-motorized small boat launching facilities, public parking, [and] substantial physical and visual access....” These policies also state that waterfront parks should include launch facilities for a variety of boats, including non-motorized, and camping facilities accessible by boat.

The Bay Plan **Climate Change** policies state, in part, that, “[t]o protect public safety and ecosystem services, within areas that a risk assessment determines are vulnerable to future shoreline flooding that threatens public safety, all projects—other than repairs of existing facilities, small projects that do not increase risks to public safety, interim projects and infill projects within existing urbanized areas—should be designed to be resilient to a mid-century sea level rise projection. If it is likely the

project will remain in place longer than mid-century, an adaptive management plan should be developed to address the long-term impacts that will arise based on a risk assessment using the best available science-based projection for sea level rise at the end of the century.” These policies also state, in part, that, “to address the regional adverse impacts of climate change, undeveloped areas that are both vulnerable to future flooding and currently sustain significant habitats or species, or possess conditions that make the areas especially suitable for ecosystem enhancement, should be given special consideration for preservation and habitat enhancement and should be encouraged to be used for those purposes” and furthermore that “wherever feasible and appropriate, effective, innovative sea level rise adaptation approaches should be encouraged.”

The Bay Plan **Safety of Fills** policies state in part that, “[a]dequate measures should be provided to prevent damage from sea level rise and storm activity that may occur on fill or near the shoreline over the expected life of a project. The Commission may approve fill that is needed to provide flood protection for existing projects and uses. New projects on fill or near the shoreline should either be set back from the edge of the shore so that the project will not be subject to dynamic wave energy, be built so the bottom floor level of structures will be above a 100-year flood elevation that takes future sea level rise into account for the expected life of the project, be specifically designed to tolerate periodic flooding, or employ other effective means of addressing the impacts of future sea level rise and storm activity. Rights-of-way for levees or other structures protecting inland areas from tidal flooding should be sufficiently wide on the upland side to allow for future levee widening to support additional levee height so that no fill for levee widening is placed in the Bay.”

The Bay Plan **Shoreline Protection** policies state, in part, that, “Whenever feasible and appropriate, shoreline protection projects should include provisions for nonstructural methods such as marsh vegetation and integrate shoreline protection and Bay ecosystem enhancement, using adaptive management. Along shorelines that support marsh vegetation, or where marsh establishment has a reasonable chance of success, the Commission should require that the design of authorized protection projects include provisions for establishing marsh and transitional upland vegetation as part of the protective structure, wherever feasible.”

Lastly, **Bay Plan Map No. 4** identifies Yerba Buena Island as a site for waterfront beach/park priority use and describes further Bay Plan policies as follows:

1. **Treasure Island** (Policy No. 22): “When no longer owned or controlled by the federal government, redevelop for public use. Provide continuous public access to Bay in a manner protective of sensitive wildlife. Provide parking and water access for users of non-motorized small boats, including at north end of the Island. Develop a system of linked open spaces, including a large open space at the northern end of the island.”
2. **Yerba Buena Island - South of Bay Bridge** (Policy No. 23): “[W]hen no longer owned or controlled by the federal government, redevelop for recreational use.”
3. **Yerba Buena Island and Treasure Islands - Clipper Cove** (Policy No. 24): “[E]xpand marina and other water-oriented recreation uses, provide water access for small water craft, such as kayaks, and for swimming. Preserve beaches and eelgrass beds.”

4. **Yerba Buena Island - North of Bay Bridge** (Policy No. 25): Provide: “(1) a large public open space at the center of Yerba Buena Island; (2) a large public open space on the plateau on the eastern peninsula, adjacent to and beneath the eastern span of the San Francisco-Oakland Bay Bridge; and (3) a linked system of trails near the shoreline and at the upper elevations that connect vista points and open spaces. Vista Points should provide views of the Bay Bridge, San Francisco Skyline and other important Central Bay features. The remainder of the island upland of the shoreline band may be developed for other uses consistent with the Bay Plan recreation policy 4-b, and with the applicable public trust provisions and statutes.”

**Current Review and Issues.** The February 9, 2015 meeting will focus more specifically on: (1) the Ferry Plaza and Ferry Shelter; (2) the public access connections on YBI and at Clipper Cove Beach; and (3) Clipper Cove Beach Park and water access from the beach.

1. **Ferry Plaza and Ferry Shelter.** The project sponsors propose a new public plaza, ferry shelter, and associated landscaping to be located on the waterfront opposite historic Building One. The approximately 400-foot by 100-foot plaza would serve as an intermodal transit hub connecting multiple modes of transit including bicyclists, pedestrians, ferry, shuttle and bus riders (Exhibits 1.1 – 1.10).

An approximately 138-foot by 54-foot open-air Ferry Shelter would be located within the center of the plaza to protect ferry riders from the elements (Exhibits 1.6, 1.9 and 1.10). The shelter would be constructed with as minimal structure support as needed to provide an open-air feel and maximize views to and from the Bay. The shelter would provide an approximately 116-foot by 36-foot passenger waiting area behind windscreens on the north, west and south sides. Seating would be located on the outside perimeter of these windscreens. The shelter would connect to an approximately 137-foot-long by 17-foot-wide pile-supported enclosed ferry pier (similar to the pier at Jack London Square in Oakland), an 85-foot-long by 10-foot-wide gangway, and an approximately 4,305-square-foot ferry float (Exhibit 1.6). The ferry shelter would be open and available for public access at all times (Exhibits 1.7 and 1.8). The ferry pier would be open and available for public access during ferry operating hours.

According to the project sponsors, the Bay Trail is a key component of the waterfront design and would extend through the plaza to allow for continuous public access (Exhibit 1.2). A 20 to 25-foot wide promenade would extend through the plaza between the ferry shelter and Palm Drive (Exhibit 1.3). Bicyclists would be required to dismount and walk along this promenade, however, a five-foot-wide one-way cycle track would be located adjacent to the promenade for bicycle commuters (Exhibit 1.4). Along the water’s edge, a 10 to 12-foot-wide waterfront walkway would extend along the Ferry Shelter edge and connect to a more informal six-foot-wide waterfront trail to the south connecting onto YBI (Exhibit 1.3). Connecting paths would connect the Bay Trail promenade with the waterfront trail in several locations. Landscaping extending from the plaza would manage all of the stormwater from the roof of the ferry shelter and the paved plaza. Native plantings would take advantage of this water resource and provide additional habitat in a series of detention basins. Numerous seating nodes and terraces would be located throughout the plaza area to create a porous landscape with many differently scaled spaces (Exhibits 1.3 and 1.5).

Exhibits 1.3 and 1.4 illustrate the proposed pedestrian and bicycle circulation through and around the Ferry Plaza and Ferry Shelter and Exhibits 2.1 and 2.2 illustrate pedestrian and bicycle circulation throughout the entire Treasure Island/YBI site. Bicycle parking is proposed on both sides of the Ferry Plaza and would provide parking for up to 76 bicycles. Up to 14 bike share locations are proposed throughout Treasure Island (Exhibit 2.2), including one with approximately 23 city bikeshare bicycles placed just north of the Ferry Shelter.

The Board's feedback is sought on the following:

- *Are the public access open spaces around the Ferry Shelter well-designed in conjunction with the bicycle/pedestrian circulation in this area?*
  - *Is the Bay Trail appropriately accommodated in the Ferry Plaza and are the trail connections to other parts of the island well-designed?*
  - *Are the proposed circulation widths adequate? In particular, is the width between the ferry shelter and the top of bank on either side of the ferry pier adequate? (See Exhibit 1. 3)*
  - *Are views to the Bay from the Ferry Plaza and Ferry Shelter areas preserved and enhanced?*
  - *Will the ferry waiting and queuing areas function well? How should passengers with bicycles best be accommodated – both queuing for the ferry and those disembarking from the ferry?*
  - *Does the proposed bicycle parking appear to be sufficient?*
2. **Access to YBI and Clipper Cove Beach.** The proposed open space on YBI includes a six-acre hilltop park, trails connecting from the hilltop park to the shore and to Treasure Island, and approximately 1.5-acres of beach access and extensive restoration of natural habitat throughout YBI, as defined in the YBI habitat management plan.

The Bay Trail connection from the east span of the Bay Bridge is provided on Macalla Road, which will be reconfigured as a one-way vehicular route from the bridge to Treasure Island Road (Exhibit 2.3). The reconstructed road will include a one-way, northbound (downhill) Class 2 bicycle lane to the intersection with Treasure Island Road where it will intersect with a Class 1 bicycle path on the causeway towards Treasure Island. The bicycle lane will be separated from the 11-foot vehicular lane by three feet of striping (Exhibit 2.4). A southbound (uphill) Class 1 bicycle route will be provided on the west side of the road. At the top of Macalla Road, the Class 1 bicycle and pedestrian path would connect to the Class 1 trail provided by the San Francisco County Transportation Authority (SFCTA), which would then connect to South Gate Drive and the public access path on the east span of the Bay Bridge.

Treasure Island Road will be reconstructed from the interface with the existing viaduct on the west side of the island to the intersection with Clipper Cove Avenue at Treasure Island (Exhibits 2.5 and 2.6). A six-foot, one-way (downhill) Class 1 bicycle lane will be provided on the east side of the causeway heading north from Macalla Road to Treasure Island and will be separated from vehicular traffic with a three-foot median (Exhibits 2.6, 2.7 and 2.8). The

bicycle path will be complemented by an eight-foot-wide pedestrian path that will be separated from the bicycle path by a three to four-foot landscape buffer. On the west side of the causeway, a six-foot, one-way (uphill) Class 1 bicycle lane will be provided heading south to the intersection of Macalla Road. This bicycle path will be complemented by a six-foot-wide pedestrian path.

Directly below the Macalla Road intersection, a scenic overlook would be provided with interpretive signage and a bench (Exhibit 2.5). At the Macalla Road intersection, bicyclists will have the option of riding up Macalla Road or continuing on Treasure Island Road on a Class 2 bicycle route on the viaduct to Hillcrest Road (Exhibit 2.9). Hillcrest Road will be restriped to accommodate a Class 2 route where feasible within the existing road section. In other locations, it will be signed with a Class 3 sharrow (Exhibit 2.10). It is anticipated that bicycle access would be improved on Hillcrest Road in the future to provide an east and west connection as part of a potential bicycle and pedestrian route on the west span of the Bay Bridge.

Additional access on YBI includes: (1) a hilltop park with picnic tables, view overlooks, open lawn areas and recreational amenities; (2) a beach park near Clipper Cove with access from Treasure Island Road (this is discussed further below); and (3) the Senior Officer's Quarters Historic District, including the Great Whites, landscaping, gardens, picnic areas and interpretive signs. A network of pedestrian/hiking paths connects each of these amenities. Bicycle access to the Hilltop Park will be provided via Class 2 bike routes on the low traffic connection to Yerba Buena Road in a one-way loop around the Hilltop Park. Approximately 60 parking spaces will be provided in the vicinity of the Hilltop Park.

The Board's feedback is sought on the following:

- *Are the proposed bicycle and pedestrian connections to and from Treasure Island and YBI adequate and well-designed?*
3. **Clipper Cove Beach Park and Water Access.** Clipper Cove Beach rings the western edge of Clipper Cove and provides a unique and protected open space amenity allowing direct access to the water. Exhibit 2.11 shows existing views of the beach. As part of the agreement with the SFCTA for the construction of the westbound ramps to the San Francisco-Oakland Bay Bridge on the east side of YBI, the SFCTA is required to relocate Historic Building 10 to the Clipper Cove Beach overlook, provide public access paths/sidewalks near building as well as public restrooms, a picnic table, trash receptacle and public access signage. In addition, the SFCTA is required to provide public access sidewalks and pathways along the YBI ramps and to enable construction of the public access connection between its property and the public access on the newly constructed Bay Bridge (Exhibit 2.12). Once relocated, Building 10 will be owned and managed by the Treasure Island Development Authority (TIDA) and could be used for activities such as community events, special event rentals, water access services or rentals, and non-profit functions (Exhibits 2.13 and 2.14). The adjacent parking lot would

provide approximately 11 parking spaces (including one ADA-accessible space). A bowl-shaped lawn would provide an open, generally flat area for picnicking and passive recreation, with picnic tables and BBQs. Access to Clipper Cove Beach will be provided on a gentle universally accessible, six-foot-wide path from Treasure Island via the Causeway (Exhibits 2.12 and 2.14). A new timber beach access stair combined with a canoe/kayak ramp and lift will provide access from the park to the beach. In addition, a secondary gentler stair and children's slide could also be incorporated into the 40-foot slope, providing additional access and a playful amenity to the park (Exhibit 2.16).

The Board's feedback is sought on the following:

- *Are the proposed connections to Clipper Cove Beach Park adequate and well-designed?*